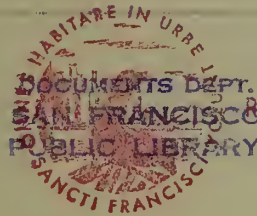




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San Francisco (Calif.).
Dept. of City Planning.
Staff report to the
Redevelopment Agency on
1951.

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SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS
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1. The Trafficways Plan provides for replacement of the grid of through streets in the Western Addition with a few wide arterials specially designed for through traffic movement. Most important are the Panhandle Freeway and the Geary Expressway.
2. Assuming completion of the Panhandle Freeway, the Geary Expressway would carry 20,000 vehicles at present traffic volume levels, and 24,000 vehicles at estimated 1970 traffic volume levels.
3. Completion of the Geary Expressway is a prerequisite to the redevelopment of any project area requiring closing of Post Street north of Geary Street, or Park Street and Golden Gate Avenue south of Geary Street.
4. It is recommended that Geary Street be widened to a width of 125 feet between Broderick and Gough Streets and that the expressway be designed to provide adequate frontage roads where access to abutting property is required.
5. It is recommended that only Divisadero, Steiner, and more, Webster and Laguna Streets be kept open across Geary and that unless the capacity of the expressway be reduced by any one of these crossings that some separation be provided.
6. It is recommended that property be taken for the widening on the south side of Geary between Divisadero and Divisadero Streets, and from the north side of the street from Scott Street to Gough Street. Compensatory both sides of the street will be required between Divisadero and Scott Street.

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100
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The system consists of two principal functional types of trafficway: (1) radial routes which link the center of the City with outlying areas, and (2) crosstown routes which intersect the radial routes, collect and distribute radial traffic, bypass congested traffic around heavy concentrations of traffic in the downtown area of the City, and link the various community areas of the City.

Trafficways in the Western Addition

in the Trafficways plan for east-west traffic through that portion of the Western Addition designated as Redevelopment Area "A".

Divisadero Street, improved within its present right-of-way to major thoroughfare standards, and Webster Street, widened to major thoroughfare standards, together will comprise the north-south channels for traffic through the Western Addition.

The features described above are shown on Plate I of the Transportation Section of the Master Plan, as submitted to the City Planning Commission in December 1949 for adoption. A map at a scale of 400 feet to 1 inch, showing the system of trafficways in the Western Addition, is attached to this report. (Drawing No. T-5)

11. ESTIMATED TRAFFIC VOLUMES

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Application of volume figures derived from the San Jose Metropolitan Traffic Survey -- the survey of origins and destinations made by the State Division of Highways in 1947 -- to the pattern of trafficways developed for the Western Addition indicates that the Panhandle Freeway would carry approximately 33,000 vehicles daily at present traffic volume levels along the section between Divisadero Street and the Central Freeway. East-west surface streets passing through the Western Addition would carry a volume of approximately 42,000 vehicles daily. This surface-street volume could be distributed among California Street, the Geary Expressway and McAllister Street, at volumes of approximately 12,000, 20,000 and 10,000 respectively.*

Expanded traffic volumes estimated to prevail by 1970, based on estimates of population change, vehicle registration increase and vehicle mileage increase, indicate that the Panhandle Freeway would carry 36,000 vehicles daily along the section between Divisadero Street and the Central Freeway. East-west surface streets passing through the Western Addition would carry a total of 57,000 vehicles daily. This surface-street volume could be distributed among California Street, the Geary Expressway and McAllister Street at volumes of approximately 18,000, 24,000 and 15,000 respectively. These volumes would be within the limits of the designed capacity of these streets as contemplated in the Trafficways Plan.

* The present traffic volume figures derived from the SAMVA survey indicate that a total of 33,000 one-way vehicular trips would pass through the Western Addition Redevelopment Area A in an east-west direction in a 24-hour period were the provision in the Trafficways Plan now in existence. This estimate checks favorably with the actual 12-hour cordon count made in 1947 of vehicles passing through the Western Addition and the Metropolitan Traffic District, which showed 75,444 vehicles passing on all one-way streets in the same vicinity. This 12-hour figure of one-way trips includes local traffic and traffic which would be bypassed around the Western Addition by the proposed system of trafficways, hence its further reduction can be reduced by deflection or local movement and a further estimate which would be bypassed around the Western Addition.

III. DESIGN OF TRAFFICWAYS

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Importance of Geary Expressway

Traffic volume estimates based on the Trafficways Plan indicate that all surface streets through the Western Addition would carry a total volume equal to 75 percent of the total carried by the Panhandle Freeway at 1947 levels, and 66 percent at 1970 levels.

To service this traffic, higher type facilities than are presently available would be necessary if the community is not to consist of a continuous grid of heavy-traffic streets. The Trafficways Plan is designed to eliminate the prevalent use of every street by through traffic, by means of concentrating the through-traffic flow on a few main designated arteries. This plan thereby will permit the establishment of partially self-contained neighborhoods, free of streams of through traffic, in the areas between the major traffic arteries.

In order to provide for the sound replanning of the use of land in the Western Addition, and to provide also for the modes of through traffic, three east-west surface thoroughfares have been established in the Trafficways Plan. Of these three, the Geary Expressway is most important.

The Geary Expressway stems logically from that portion of Geary Boulevard and Point Lobos Avenue west of Masonic Avenue, which have a width of 125 feet between property lines. Running through the center of the Richmond and Park-Presidio communities, this thoroughfare is a natural route for surface traffic movements. When street cars are replaced by buses on Geary Boulevard, as planned by the Public Utilities Commission, the street could be improved in a manner that would provide for two lanes of through travel in each direction, separated by a median strip, and for separate frontage roads providing for one lane of moving traffic plus one lane for parking, in each direction. The closing of minor intersections, the cross traffic, and the curtailment or prohibition of left-hand movements will make possible the attainment of the intent and potential capacity of this existing wide thoroughfare.

East of Presidio Avenue, there is no single wide thoroughfare for through-traffic. When the former Salvadorean Tract was divided into the Anasvita Tract, Geary Street was widened to 100 feet as far east as Frederick Street, but at that point it narrowed down to the standard width of 68.75 feet between property lines, which characterizes all of the east-west streets in the Western Addition south of California Street.

Plan and each street, as a rule, is designed to serve a specific purpose. The 100-foot wide Geary Street, for example, is designed to serve as a through-traffic artery. The 68.75-foot wide streets, on the other hand, are designed to serve as local streets, providing access to the properties along their length.

planning is to increase the capacity of those streets. All of those streets, however, should be -- in fact must be -- planned in the Western Addition is to be properly replanned and reconstructed. It is logical, therefore, to provide for the extension eastward of the wide Geary Boulevard to the eastern boundary of the redevelopment area, beyond which the character and extent of property development and consequent cost precludes the acquisition of land required for a widening. The Trafficways Plan, therefore, provides for the widening of Geary Street to Gough Street, and for the provision in the blocks between Gough and Franklin Streets of diagonal links to Post and O'Farrell Streets leading from and to the Downtown District as a pair of one-way streets, with Geary Street proper, east of Gough Street, reserved primarily for two-way operation of transit vehicles.

Design of Geary Expressway

The Geary Expressway through the Western Addition, for the purposes of this special study undertaken at the request of the Redevelopment Agency, has been considered capable of accommodating a 24-hour volume of 24,000 vehicles, generally considered the maximum capacity of a surface thoroughfare. Limitations on this capacity exist at both ends of the thoroughfare: at the western end, in the Richmond and Park-Presidio, by the existing width of the street and by the access rights of abutting property, and at the eastern end, in the Downtown District, by the capacity limitations of the existing surface streets. Therefore, grade separations along any portion of the route in the redevelopment area would be tantamount to overdesigning for a capacity obtainable at one point which could not be obtained at other points along the route, thus calling for bottlenecks at either end of the expressway *

In lieu of grade separations, separate left-turn lanes have been provided at the intersections at Divisadero Street and at Webster Street, both designated as major north-south thoroughfares, and at Fillmore and Steiner Streets, local streets giving access to service and entertainment facilities in the Fillmore commercial sector. An intersecting street is also provided at Laguna Street for inter-neighborhood circulation, but left turns are not specially provided for. Provision is made to keep Gough Street open so long as its operation as a through north-south street is required, probably until the Central Freeway is completed as far north as Pine and Bush Streets. All intersections would be controlled by traffic signals. Grade-separated pedestrian crossings may be provided at other points as required.

* However, if Steiner, Fillmore and Webster Streets are kept open to permit traffic to cross the Geary Expressway, a grade separation at Fillmore Street may be necessary in order to prevent a loss of capacity from closely spaced traffic signals. The preliminary map (File B-21038) of the Geary Expressway, made in August, 1960 by the Department of Public Works for the purpose of estimating construction costs, provided for an elevated grade separation structure over the intersections of Webster, Fillmore and Steiner Streets, in accordance with the preliminary concept of the design of the expressway. Included in modification of the grade separation would, of course, include the construction cost.

It is recommended that property between Geary and Hamilton Streets be taken from the south side of the street between Steiner and Divisadero Streets, and from the north side of the street from Scott Street to Gough Street. The block between Divisadero and Scott Streets is to be used for the change in alignment necessitating acquisition of property on portions of both sides of the street for this purpose. This alignment is recommended in order to avoid as much as possible existing public and semi-public buildings which would be retained and preserved in the redevelopment of the area. Thus, the Sinai Memorial Chapel on the northwest corner of Divisadero and Geary Streets is avoided, the Benjamin Franklin Junior High School (formerly Girls' High School) is avoided, as are the Scottish Rite Building, the Beth Israel Synagogue, the Salvation Army Training School, the Philadelphian Seventh Day Adventist Church and the St. Vincent High School for Girls. Only one non-frame building more than three stories in height would be disturbed by this alignment: the six-story apartment at 1870 Geary Street. Such is being left free for the expressway by the Recreation and Park Department in the preparation of plans for the Hamilton Square Community Center. However, according to Opinion No. 290 rendered by the City Attorney on November 20, 1950, subject to a determination by the Recreation and Park Commission, use of a strip of Hamilton Square for the expressway may be subject to approval by the Board of Public Works under the procedures set forth in the Park Discontinuance Act of 1927.*

Total assessed value of parcels required for the right-of-way is \$761,210. Of this total, \$406,570 is ascribed to the land, and \$354,640 to the existing improvements. This figure includes the assessed value of each parcel in its entirety, but only a small portion of some parcels is required.

Frontage roads would be provided through the Fillmore commercial area between Steiner and Webster Streets to give access to existing buildings which would be retained in the redevelopment. From Webster to Gough Streets, it is recommended that no frontage roads be provided, but that access to abutting property be available from the side facing away from the expressway after redevelopment. A cross-section providing for a 10-foot shoulder and a 10-foot buffer strip varying in width up to 27 feet on either side of the through traffic lanes is recommended. The buffer strip will also contain the provision of landscaping treatment to provide a visual and sound barrier as well as a physical separation of the streets of the neighborhood.

* The pertinent section of the opinion states that:

"If your commission (Recreation and Park) could find as a matter of fact that the proposed widening for the Geary Expressway would be a medium of transportation, adding to the full enjoyment by the public of the privileges of the park, such widening and use would be permissible under the authority of the Municipal Code. In the absence of such a finding, on either that the proposed widening could be accomplished, it could be necessary that there be a finding that the area proposed to be taken is no longer needed for the park or for any other purposes and that there be no other use for the land. The widening of the street for such proposed purposes is not within the power of the City of San Francisco and the State of California."

street also be redeveloped lands. Further, it will reserve the
serve space for an additional lane in each direction to be added

Bus bays can be provided on the frontage road, and in
special turnout lanes in the buffer strips where required. It is
assumed that the character of the service provided on the Express-
way will be partially express in character, local service being
provided within the neighborhood units as redeveloped.

The uniform width of 125 feet recommended between build-
ing lines, in addition to providing a continuous frontage line,
would also allow a reserve of land for the addition of one lane in
either direction east of Webster Street should it be necessary.
The full 125 feet may not of necessity be held in public ownership,
but official building setbacks should be established to preserve a
minimum width of 125 feet between building lines.

No provision is made in the design for a surface right-
of-way for a possible future rail rapid transit line terminating
in a downtown subway (see A Subway and Rapid Transit System for San
Francisco, San Francisco Department of City Planning, April 1966).
A tunnel would be required for such a transit line under the hill
rising westward from Polk Street to Webster Street. A tunnel would
also be required under the hill rising westward from Divisadero
Street. Hence the only section along which a surface right-of-way
would be feasible for operation is in the section through the more
commercial center, but only a minimum amount of land is now
templated for present acquisition at this point.

Should a rail-line subway be sanctioned definitely along
this route, it could be located and constructed under one of the
two through-traffic roadways of the Expressway between Webster and
Divisadero Street where grades do not require tunneling.

Conservative estimates of capacity indicate that the
thoroughfare could accommodate at least 600 vehicles per lane per
hour, or a total, based on peak hour estimates, of 24,000 vehicles
in two directions in a 24 hour period. This is the volume estimated
to use this route by 1970, as described in Part III of this report.
It probably would be well within the capacity of the thoroughfare
to accommodate 900 vehicles per lane per hour, or 1800 vehicles in
one direction, during peak traffic periods, although the conserva-
tive estimate is used as a measure of the total capacity of
the trafficways system.*

* This study has not been made as a traffic engineering study, and
it therefore should be emphasized that the capacity estimates
are shown primarily to illustrate the functional purposes of the
Expressway. It is recognized that a more detailed study, and
a detailed study prior to construction may be made by traffic engi-
neers as part of the Department of Public Works study. The
general purpose of this study is to show the functional purposes
of the Expressway.

Obviously, the closing of east-west streets for carrying out redevelopment in the Western Addition cannot preclude the provision of alternate substitute facilities.

Special consideration must be given to the streets which carry the highest capacities now: California, Pine, Bush, Post, Golden Gate, Fulton and Fell. Post Street, for instance, which carried a 12-hour total of 10,035 vehicles at the time of the 1947 Cordon Count, could not reasonably be closed in accordance with the Trafficways Plan until the Geary Expressway is provided. Pine and Bush Streets, which together carried a total of 13,084 vehicles in a 12-hour period at the time of the 1947 Cordon Count, should not be closed until the Geary Expressway is provided and probably not until the Panhandle Freeway is completed and until the Central Expressway is completed as far north as Pine and Bush Streets. Turk Street and Golden Gate Avenue should be retained as a pair of one-way streets for through traffic until McAllister Street is widened and until the Panhandle Freeway is available for through traffic.

If the Geary Expressway is to be developed as an integral part of a redevelopment project, what streets then can be closed? Fortunately, the three streets immediately south of Geary, as well as Geary itself, do not carry heavy volumes of through traffic. Recorded inbound vehicular figures during the peak hour of the 1947 Cordon Count showed Geary Street carrying a total of 77 vehicles including transit vehicles, O'Farrell Street 329 vehicles, Ellis Street 187 vehicles, and Eddy Street 92 vehicles, a total of 685 vehicles, or the capacity of one lane on a signal-controlled surface street. This volume could easily be distributed between Bush Street and Golden Gate Avenue, or be totally absorbed by Golden Gate Avenue as a one-way street during the development of a project area south of Post Street and of the Geary Expressway.

Recorded outbound vehicular figures during the peak hour of the 1947 Cordon Count showed Geary Street carrying a total of 73 vehicles including transit vehicles, O'Farrell Street 380 vehicles, Ellis Street 475 vehicles, and Eddy Street 157 vehicles, a total of 1139 vehicles. This volume could easily be distributed between Pine, Post and Turk Streets during the development of a project area south of Post Street and of the Geary Expressway.

It would appear feasible therefore to develop a project area or areas requiring the closing of O'Farrell, Ellis and Eddy Streets without simultaneous development of the Geary Expressway. Development of a project area or areas north of Geary Street requiring the closing of Post Street to through traffic should not be undertaken without the prior provision of the Geary Expressway.

Project areas requiring the closing of Pine and Bush Streets or of Turk Street and Golden Gate Avenue should not be undertaken before alternate traffic carrying capacity is provided by the Panhandle Freeway and the Central Freeway as far north as Pine and Bush Streets.

